

CITIZEN SECURITY AND JUSTICE PROGRAM

(JA-0105)

EXECUTIVE SUMMARY

Borrower:	The Government of Jamaica (GOJ)		
Guarantor:	The Government of Jamaica (GOJ)		
Executing agency:	Ministry of National Security and Justice (MNSJ)		
Amount and Source:	IDB Loan: (OC/IFF)	US\$ 16.0 million	
	Local:	US\$ 4.0 million	
	Total:	US\$ 20.0 million	
	IDB TC: FSO non-reimbursable	US\$ 0.5 million	
	Local:	US\$ 0.1 million	
	Total	US\$ 0.6 million	
Financial terms and conditions:	Amortization Period:	25	Years
	Disbursement Period:	4	Years
	Interest Rate:	variable	
	Supervision and Inspection:	1.00	%
	Credit Fee:	0.75	%
	Currency:	US\$ Single Currency Facility	
Objectives:	<p>The overall goal of the program is to enhance citizen security and justice in Jamaica. The principal objectives of the program are to: (i) prevent and reduce violence; (ii) strengthen crime management capabilities; and, (iii) improve the delivery of judicial services.</p> <p>At the end of the program the following results are expected: an increased ability on the part of the criminal justice system to prevent and contain crime, an improved capability on the part of the MNSJ to mobilize and utilize resources channeled into crime and violence prevention, an increased number of effective crime and violence reduction initiatives implemented in inner-city communities, and greater awareness among the citizens of Jamaica regarding the negative effects of crime and violence as well as some of the measures that are being used to combat them.</p>		

Description:

The Program will have the following four basic components:

1. Elaboration of an integrated **National Crime and Violence Prevention Strategy**, together with corollary studies and a flexible technical assistance fund (TAF), to be financed under the program with a parallel TC (see Annex I).
2. **Capacity building of the MNSJ** by (a) improving its long-term ability to execute or coordinate projects related to violence prevention and crime management; and (b) improving the ability of the Ministry to monitor trends in crime and violence, facilitate information exchange, plan strategically and formulate appropriate policy or program responses.
3. **Strengthening the criminal justice system** through initiatives that are designed to improve the impact of programs and quality of services provided by the criminal justice system, and to increase the accountability of the Jamaica Constabulary Force to civil society.
4. **Community Action** to deliver a set of violence prevention initiatives that will be carried out by NGOs within selected pilot communities in the Kingston Metropolitan Area. The component also entails technical assistance and infrastructure rehabilitation to promote community mobilization and cohesion along with improved community-police relations.

Cutting across the above components, a comprehensive **social marketing and public education campaign** will be undertaken at both the national and targeted inner-city community levels. The campaign will support each program component with a view to influencing attitudinal change with regard to crime and violence and to inform the public of the scope and nature of the program.

Bank's country and sector strategy:

The Bank's strategy for Jamaica has two overriding objectives. The first is to support the establishment of a satisfactory macroeconomic environment. The second is to promote an improved environment for long-term private sector-led growth and development. This program will respond to the second objective since the decrease in violence and crime in the country will lead to higher productivity and competitiveness (especially in the tourism industry), and it will improve social sector performance and environmental conditions. The program will also complement other Bank operations in execution or in preparation and provide opportunities for synergy.

**Environmental/
social review:**

No negative environmental impacts are expected as a result of program execution. On the contrary, through community interventions and corresponding social marketing efforts, the

interventions and corresponding social marketing efforts, the program is more likely to have a positive impact on the urban environment. The program calls for limited rehabilitation of existing structures in order, for example, to ready the community facilities for NGO providers of violence prevention services. In those cases where rehabilitation of infrastructure is required, procedures will be followed to ensure that any improvements are carried out by the contractors and utilized in compliance with the Jamaica Town Planning Act, along with other relevant national environmental standards or health regulations, and that the Bank's environmental guidelines and reporting requirements are met.

From the outset, program design has benefited extensively from an active participatory approach, beginning with a national stakeholders workshop to conceptualize the basic logic of the operation. Subsequently, a Jamaican technical advisory team from a cross-section of interests, including NGOs and community groups, provided valuable contributions to program design. This participatory approach is also reflected in the process of pre-selecting and selecting those inner city communities to participate and benefit from the provision of violence prevention services under the program, all of which are low-income and suffer from high levels of crime and violence, as well as in the process of articulating priority community needs. Finally, mechanisms are in place to sustain this active participatory approach through program implementation.

The social impacts of the project are expected to be extremely favorable. Since violence erodes social capital and limits economic opportunities in poor communities, reducing the levels of violence in inner-city Kingston will create economic opportunities for the poor and consequently will reduce poverty. Women's development issues are addressed in important ways. The National Violence Prevention Strategy will incorporate actions to prevent domestic violence against women. In addition, several of the interventions that will be delivered by NGOs in the inner-city communities can be expected to reduce the incidence of domestic violence. Finally, the social marketing component will address the issue of domestic violence against women.

Benefits:

Preparation of national strategy for crime and violence prevention that will provide a blueprint for future crime and violence reduction activities and an Action Plan to implement these activities. The strategy will be prepared in coordination with government ministries and civil society stakeholders; thus, ensuring a collaborative, multi-sectoral approach to crime and violence prevention.

Better police-community relations and reduced recidivism rates through the strengthening of the Police Public Complaints Authority, and the implementation of a Police Code of Conduct. In addition, strengthening rehabilitation services, especially those targeted to young male short-term offenders, should result in reduced recidivism rates among released offenders.

Reduced levels of violence in targeted inner-city communities through the Community Action component, which provides violence prevention services to a selected set of inner-city communities. Collateral benefits of the Community Action component include strengthening of NGOs working in the area of violence reduction, empowerment of inner-city communities via the creation of community action committees, and increased collaboration between government and civil society.

Risks:

Sustained participation and commitment. Due to the multi-sectoral nature of the program, the active participation and continued commitment of all major stakeholders during program implementation are fundamental. These stakeholders include agencies of the criminal justice system, relevant ministries, NGOs and communities. This issue has been addressed through the formation of a core technical team for program guidance during the design stage that included representatives from these groups, and the establishment of a senior level steering committee with similar representation to guide implementation. In addition, steps have been taken to develop a mechanism for permanent consultation with the targeted communities.

Community involvement and access. There is a risk that communities selected for intervention will find their full involvement during execution restrained by gangs or “dons” who have a vested interest in the violent status quo. There is a risk that the NGOs called on to provide violence prevention services would find their access to the communities blocked by these same people. A similar issue is the siting of the community facility for service delivery. Care must be exercised that a facility is not placed in territory belonging to one faction in a community, with the result that persons identified with other factions would be unable to

travel safely to and from the facility. These risks are mitigated through the regular consultation process to be carried out with community leaders and residents. The consultations will be conducted by respected individuals with intimate knowledge of the distribution of power and territory in inner city Kingston. These risks are mitigated also through the planned social marketing campaign, through efforts made to select communities for intervention where a high degree of cooperation has been demonstrated and through the application of previously successful experience. Nevertheless, provision will be made in the operating regulations to address the unforeseen case in which the continued participation of one or more communities is no longer feasible.

Complexity of design. The complexity inherent in a multi-sectoral approach, even on such a limited basis, is a potential obstacle to effective program implementation. Recognition of this fact influenced the dimensioning of the program. The GOJ and Bank's project team will continually assess design features during execution so as to further streamline and/or simplify program activities if needed.

Coordination. In an environment in which so many donor/lending agencies are involved, it is essential to ensure complementary use of resources. Several steps are being taken to achieve this. First, the development of a national strategy for violence prevention and a blueprint for future activities will entail donor/lender participation. A Donor/Lender Group is already holding periodic meetings on the issues of crime and violence in particular. Second, the other activities of the program have been carefully selected in terms of sectoral coverage and geographic focus in order to avoid duplication and maximize coverage. Finally, the combined work of the PEU, the Operations Committee and the Steering Committee will provide further protection against the duplication of effort and help facilitate a complementary approach.

Special contractual clauses:

Conditions prior to first disbursement of the loan:

1. Evidence that organizational changes of the MNSJ, to create the Strategic Planning and Policy Division and the Project Management Unit, have been approved.
2. Evidence that all PEU staff have been hired and that the unit is fully operational.
3. Evidence that the Program Steering Committee and the Program Operations Committee have been formally established.
4. Submission of approved Operating Regulations.
5. Submission of the baseline information as required under the Impact Evaluation Plan.

Notwithstanding the above conditions and once the general conditions for disbursement eligibility have been met, up to US\$100,000 of loan resources may be disbursed for the specific purpose of contracting consultants to determine the baseline information referred to in (5) above.

Conditions of disbursement for the Community Action component:

1. Contracts in effect with participating NGOs and management firm (s), including prior review of detailed work plans and costs.
2. Submission of signed Memorandum of Understanding with the Jamaica Social Investment Fund.

Poverty-targeting and social sector classification:

This operation qualifies as a social equity-enhancing project, as described in the indicative targets mandated by the Bank's Eighth Replenishment (Document AB-1704). Furthermore, this operation qualifies as a Poverty Targeted Investment (see paragraph 4.3). The borrowing country will be using the 10 percentage points in additional financing (see paragraph 2.15).

Exceptions to Bank policy:

In relation to procurement under the program, the sole sourcing of NGO service contractors is considered advisable for the purpose of providing targeted rehabilitation services and delivery of community-based violence prevention services. (see paragraphs 3.34 and 3.35).

Procurement:

Bank procedures will be followed in the procurement of goods and consultant services. International competitive bidding procedures will be followed for procurement of goods and related services of more than US\$250,000, or US\$1.5 million in the case of civil works. Bids below these ceilings will be obtained in accordance

with the relevant local laws. Consultant services will be provided in accordance with the applicable Bank procedures.

Support for the Citizen Security and Justice Program

(TC0107008)

EXECUTIVE SUMMARY

Executing agency:	The Ministry of National Security and Justice Program		
Beneficiaries:	The Government of Jamaica (GOJ), including the MNSJ and its branches (constabulary force, courts and correctional services), and low-income inner city communities in the Kingston Metropolitan Area (KMA)		
Amount and source:	IDB (FSO non-reimbursable):	US\$	500,000
	Local:	US\$	100,000
	Total:	US\$	600,000
Terms and conditions:	Execution Period:	36 months	
	Disbursement Period:	42 months	
	Deadline for requesting Final Disbursement:	41 months	
Objectives:	In support of the Citizen Security and Justice Program (JA0105), the objective of this technical cooperation is to enhance the Government’s capabilities, in collaboration with other key stakeholders, to coherently and effectively carry out a comprehensive and multi-sectoral effort to reduce the level of crime and violence, primarily through prevention activities.		
Description:	Resources of this technical cooperation will be used to finance the contracting of consulting services to help elaborate an integrated National Crime and Violence Prevention Strategy. The strategy will establish a blueprint for future crime and violence reduction activities (including domestic violence), along with a medium to long-term Action Plan for implementation. The Action Plan will specify timetables, responsible organizations and financing needs. As a corollary to this effort, a study will be conducted on the economic costs of violence. A Technical Assistance Fund (TAF) will be established in the amount of US\$300,000 to support additional studies deemed necessary to inform strategy development, address special implementation or impact issues and		

lay the technical groundwork for the GOJ's future efforts. During the preparation of the strategy, a well-targeted media campaign will be executed to support the consultation process and create public awareness on the initiative.

**Environmental/
social review:**

There are no negative environmental impacts expected under this operation. Through the consultations associated with preparation of the integrated national strategy and action plan, the operation is more likely to have a positive impact on the urban environment .

Benefits:

Preparation of a well-articulated strategy to prevent crime and violence is one of the main elements driving the design of the program for citizen security and justice, to ensure that combined efforts contribute to the crime reduction and violence prevention interventions proposed by state and civil society organizations.

Risks:

There are no major risks. The only potential risk identified is that ultimately the national strategy will not carry broad national consensus or commitment across political parties. This risk, however, is mitigated by the extensive stakeholder consultations planned for the strategy development process, by the associated media campaign that will be carried out in connection with the strategy and by the interest of key donor agencies in supporting the action plan that is generated by their participation in the process.